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A comparative study of schools with the highest percentage of nonwhites was conducted to determine if the quality of education in racially imbalanced schools was equal to the quality of education in other city schools. It was found that the city was making a determined effort to provide a high quality of education to the imbalanced schools by the reduction of class size, appointment of experienced teachers, inservice education, a building program to provide additional facilities in these areas, the use of transportable school units, and allocation of supplies and special services on a mathematical basis. In addition, the city has prepared a major research proposal which seeks to determine the most effective means of educating culturally disadvantaged children to develop new instructional solutions to provide adequately for their education. A program has been devised to weave Negro culture and history into the curriculum. Modified first grades have been initiated for those pupils who might require two years to succeed in the first grade. Special attention has been given to reading. New readers designed for potential dropouts, slow learners, and reluctant and retarded readers have been developed. Techniques under consideration to achieve racial balance are the redrawing of district boundary lines, the use of various open enrollment plans, the consideration of racial balance as a factor in selecting new school sites, and the implementation of a junior high school plan of organization.

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RACIAL IMBALANCE IN THE ROCHESTER PUBLIC SCHOOLS

REPORT TO THE COMMISSIONER OF EDUCATION

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CITY SCHOOL DISTRICT

Rochester, New York

September 1963

Office of Education-EEOP
Research and Materials Branch

Bennett O. Stalvey

R A C I A L I M B A L A N C E
I N T H E
R O C H E S T E R P U B L I C S C H O O L S

REPORT TO THE COMMISSIONER OF EDUCATION

Herman R. Goldberg
Superintendent of Schools

Robert R. Bickal
Dr. Louis A. Cerulli
Mrs. George W. Cooke
Lloyd V. Storandt
Jacob Gitelman, President

COMMISSIONERS OF SCHOOLS

September 1, 1963

Office of Education-EEOP
Research and Materials Branch

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F O R E W O R D

The United States of America became an independent nation one hundred eighty-seven years ago. The courageous men and women who helped the country grow were seeking ways to assure its citizens free exercise of thought, speech, religion, and opportunity to achieve.

Eighty-seven years later, the setting forth of the Emancipation Proclamation extended the hope of achieving American freedoms to millions of Negroes. Now, in 1963, one hundred years later, many Negroes are still seeking complete fulfillment of this century-old promise.

The City of Rochester, New York, was incorporated as a village in 1817. Among the first settlers of Rochester, the number of Negroes comprised a larger portion of the community than at any subsequent time until the present. In 1834, when Rochester was incorporated as a city, its colored population was only 2.7 per cent of the total. There was one Negro church and, in 1841, one separate school for Negroes. Eight years later, largely through the efforts of Frederick Douglass, the Board of Education designated School No. 13 as an integrated school for Negro and white students, and, in 1857, the Board abolished this last remnant of segregation and admitted all Negro children to the regular city schools on a neighborhood basis.

The succeeding generations of Rochester settlers added much diversity to the character of the city. Economically, socially, and culturally, each group added its strengths and skills and sought help for its problems and needs. The influx of Negroes over the decades has increased the need for housing and has brought pressures and overcrowding to certain areas of the city where housing was available or, at least, obtainable. On-going housing shortages and curtailed opportunity for employment have tended to keep the Negro population in definite housing pockets. Thus, following the principle of neighborhood district schools, all children have been enrolled in the school nearest their homes.

In May, 1962, a civil action in the Western District of the United States District Court was started against the Board of Education of the City of Rochester and the late Superintendent of Schools by ten families, residents of the city. The plaintiffs in this action contended that, in effect, de facto segregation in the public schools deprives them and others of the right to attend racially integrated schools. On October 2 and 3, 1962, in the office of the Superintendent of Schools,

examinations before trial were held of members of the Board of Education and the then Superintendent of Schools. During this period of planning, no further court action has been taken.

In a special message to Chief Local School Administrators and Presidents of Boards of Education, Dr. James E. Allen, Jr., the New York State Commissioner of Education, requested the districts to submit to him by September 1, 1963, (1) a statement on the existence of racial imbalance, (2) a statement of Board policy with respect to the maintenance of racial balance in the schools, (3) a report of progress made toward eliminating it, and (4) a plan for further action, including estimates of the additional cost, if any, and of the time required for carrying out the plan.

On his part, the Commissioner indicated in his message that he has directed the staff of the State Education Department to re-examine all State laws, regulations, policies, and programs pertinent to this issue and to submit to him by the same date any revisions that may be necessary for making them more effective instruments for the elimination of racial imbalance.

This report deals with the four requests of the Commissioner of Education and presents information describing what has been done, what is being done, and what may be done to equalize further educational opportunity for all. Supportive data, working documents, and more complete descriptions of certain proposals are included in the appendix.

Some of the proposals included in this report have already been or can soon be started; others will need careful study and, perhaps, modification before implementation; still others may have to be eliminated. But all would incur some additional cost.

The community, local and state, must be reminded that the primary responsibility of the Board of Education is to provide education. The community must be further reminded that a city has a constitutional limitation of taxing power of 2% of its real estate valuation. And finally, the community must be reminded that the added problems we have as a city school district cause greater expense not only to us but also to the city in its efforts to meet situations arising from the same conditions. The 2% tax limitation governs the amount of money a city can raise for general city purposes as well as for the schools' needs.

The statement of Guiding Principles for Securing Racial Balance in the Public Schools which accompanied the special message from the Commissioner stresses the need for taking educationally

sound action. This, of course, represents our point of view too. We desire not only integrated schools but classrooms within them in which students will be integrated on the basis of motivation and ability to achieve. Knowing whether action to be taken may be educationally sound requires evaluation of that action. Additional staff to perform that evaluation and to work toward the assurance that "not only passive tolerance but active acceptance and genuine respect" for those from minority groups can be achieved, will be required.

Even more than additional staff and additional funds will be required. The entire community must recognize its share of responsibility. It must give the schools every support it can by providing more adequate housing, better recreation, and equal job opportunities for all its citizens. It must help those who are culturally deprived to help themselves.

The Board of Education wishes to acknowledge the assistance given by the administrative and supervisory staff of the City School District in the promulgation of a local plan for action and in the preparation of this report. The Board and the staff will be working together in the months and years ahead to effect such changes as will be consistent with the principles of sound education and equal opportunity for all children.

Herman R. Goldberg
Superintendent of Schools

Robert R. Bickal
Dr. Louis A. Cerulli
Mrs. George W. Cooke
Lloyd V. Storandt
Jacob Gitelman, President

COMMISSIONERS OF SCHOOLS

September 1, 1963

PART ONE

RACIAL IMBALANCE IN THE ROCHESTER PUBLIC SCHOOLS

In his special message entitled "Racial Imbalance in Schools," the Commissioner of Education defined a racially imbalanced school as one having 50 per cent or more Negro pupils enrolled.

RACIAL IMBALANCE IN ROCHESTER

As can be seen in Table I on page two and on the map on page three, there were seven elementary schools in the City School District in 1962-63 which had enrollments of non-white pupils in excess of 50 per cent. Three of these seven schools, Schools No. 3, No. 4, and No. 9, had enrollments of non-white pupils in excess of 90 per cent. Two of these schools, No. 2 and No. 14, had enrollments of non-white pupils of between 80 and 90 per cent. In addition to the seven elementary schools with enrollments of non-whites in excess of 50 per cent, two schools, School No. 19 and No. 20, had enrollments of non-white pupils in excess of 45 per cent. Although these schools are not racially imbalanced according to the Commissioner's definition, they are of concern to the Board of Education.

None of the high schools of the City School District is imbalanced according to the Commissioner's definition. Madison High School had an enrollment of 44.4 per cent non-white in 1962-63 and is a matter of concern to the Board of Education.

CAUSE OF RACIAL IMBALANCE

The Superintendent of Schools and the Board of Education have been deeply concerned with the problem of racial imbalance in the Rochester Public Schools for

TABLE I

* NON-WHITE POPULATION, KINDERGARTEN THROUGH GRADE 7 (1962-63)

School	No.	%
3	652	95.3
4	705	92.0
9	852	90.1
2	832	89.8
14	519	82.1
27	759	69.6
26	139	58.9
19	372	48.6
20	441	47.0
31	146	30.6
29	115	23.3
36	170	20.0
5	106	19.9
15	82	16.1
13	69	13.0
17	58	7.3
33	37	4.4
22	28	3.9
49	11	3.3
39	22	2.7
25	12	1.9
21	7	1.6
16	7	1.0
28	4	1.0
35	6	1.0
1	4	.9
44	3	.8
8	4	.7
24	3	.7
34	4	.6
23	2	.4
37	2	.4
11	2	.3
41	2	.3
50	1	.3

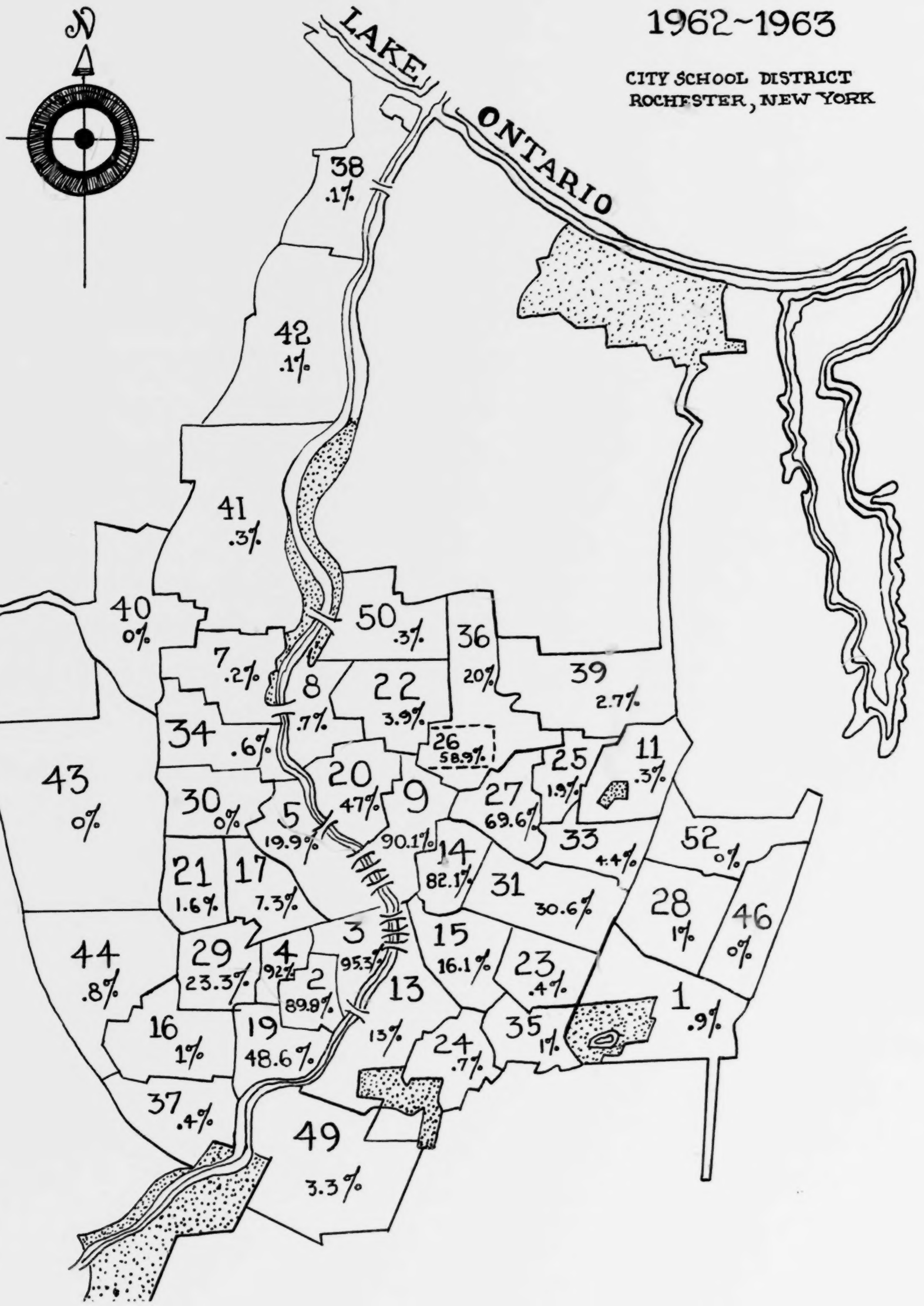
School	No.	%
7	1	.2
38	1	.1
42	1	.1
30	----	----
40	----	----
43	----	----
46	----	----
52	----	----
City	6184	23.4

* NON-WHITE POPULATION, GRADE 7 THROUGH GRADE 12

School	No.	%
Madison	665	44.4
West	187	12.5
Franklin	285	11.7
Monroe	120	5.8
East	154	5.7
Edison	40	3.0
Jefferson	18	1.8
Marshall	4	.3
Charlotte	1	.1
City	1474	9.7

* Non-White - Negro, Puerto Rican, Other
N.B. New No. 6 School scheduled to open September, 1963.

PERCENTAGE OF NON-WHITES ENROLLED BY ELEMENTARY DISTRICT



several years. Following the 1962-63 racial count, the Superintendent of Schools examined all school policies and administrative decisions to determine if the Board of Education or the administration had in any way been responsible for the development of racially imbalanced schools. The Superintendent found that no decision, ruling, or school boundary had ever been made by the Board of Education or the administration which affected adversely or discriminated against any pupil because of race, color, or religion. Although no pupil had ever been assigned to a school on the basis of racial, ethnic, or religious characteristics, district lines have been changed to improve the balance in some elementary schools. The effectiveness of this action has been diminished by the shifting of population patterns. Racial imbalance in the public schools of Rochester is the result of residential patterns in the community rather than any policy decisions or administrative actions of the City School District.

COMPARATIVE STUDY MADE

The Superintendent of Schools also collected data to determine if the quality of education in racially imbalanced schools was equal to the quality of education in other schools of the city. The six schools with the highest percentages of non-whites: School No. 3, 95.3%; School No. 4, 92%; School No. 9, 90.1%; School No. 2, 89.8%; School No. 14, 82.1%; and School No. 27, 69.6%; were compared with other schools in the city on measures such as class size; the experience and training of teachers; the age and condition of school facilities; the

provision of supplies; the amount of time allocated for special services; the aid in the form of administrative, psychological, school social work, and clerical staff; and the percentage of substitute teachers. All of these data demonstrated that the City School District was making as great an effort in racially imbalanced schools to provide a high quality of education as in other schools throughout the city.

CLASS SIZE

The average class size for the city in grades one through seven in 1962-63 was 28.3 children whereas the average class size in the six elementary schools which had enrollments of non-whites in excess of 70 per cent was 25.9 students. This small class size was the result of a deliberate attempt by the administration to keep the class size in these schools lower than the city-wide average. This was not motivated by consideration of race, but by the fact that these children, coming largely from a low socio-economic background, required more individual attention than was true in the case of the average child. It should be pointed out that of all factors, reduction in class size is the most expensive educational improvement to accomplish, since such reduction requires both more classroom space and more teachers.

QUALITY OF TEACHERS

The percentage of teachers per school with fewer than three years of teaching experience was 30.6 per cent on a city-wide basis in 1962-63. The average

in the six racially imbalanced schools was 33.7 per cent. Three of these six schools fell below the city average while three were above the average. In terms of training, the percentage of teachers per elementary school with a Master's degree or beyond was 17.7 per cent on a city-wide basis in 1962-63 whereas the teachers with a Master's degree or beyond in the six schools with the highest percentages of non-white pupils was 18.2 per cent. Thus, objective data on the training and experience of the teachers in racially imbalanced schools confirmed the belief of the administration that these teachers were equal in quality to teachers throughout the school system.

INSERVICE EDUCATION

Major efforts have been made over the years through in-service training to improve the skills and knowledge of teachers dealing with the culturally disadvantaged child. In addition to individual school efforts, the City School District offered two formal inservice courses related to this problem as part of the city-wide in-service education program. Teachers enrolled in these courses were able to earn credit applicable to the salary schedule. The City School District, in cooperation with the Monroe County Human Relations Commission, also brought Dr. Samuel Shepard, Jr., to Rochester to address the total staff and the Board of Education on his work in the Banneker District in St. Louis.

CONDITION OF SCHOOL BUILDINGS

Data concerning the physical condition of racially imbalanced schools as compared to all other schools in the city showed that the distribution of schools by age followed no general pattern in the city. Of the eight elementary schools which were over sixty years old in 1962-63, only one was among the six imbalanced schools. Conversely, the City School District had only four elementary schools which were under twenty years old in 1962-63. One of these four schools, built in 1960, served a student body which was heavily imbalanced. A new school, under construction, will open in September, 1963, and will provide additional new facilities in a racially imbalanced area. Buildings are maintained and modernized as needed, and buildings with a high percentage of non-white children have received as much or more attention in this respect as other buildings.

LOCATION OF TRANSPORTABLE UNITS

In 1962-63, there were thirty-two transportable classrooms in use in the City School District. Of this total, only six were located at schools which had an enrollment of non-whites in excess of 50 per cent. Thirty-two transportable classrooms will also be in use during the 1963-64 school year. Eight of these will be located at schools which have non-white enrollments in excess of 50 per cent.

SUPPLIES AND SPECIAL SERVICES

Supplies were allocated on a per pupil basis in 1962-63. Each school was allowed $3.40 for supplies for each pupil in regular classes and $4.50 for each pupil in special education classes. Special services, such as music, health and physical education, and integrated handwork, were allocated to each school on a mathematical basis determined by the number of classrooms eligible to have these services. In the same way, administrators, psychologists, school social workers, and clerks were allocated primarily on the basis of the size of the schools.

ATTENDANCE OF TEACHERS

Every teacher assigned to a racially imbalanced school was properly licensed to teach and was assigned on a permanent basis. The day-to-day attendance record of teachers in schools with a high percentage of non-white pupils was comparable to that of all schools. One of these schools has had one of the best teacher attendance records in the city for the past three years.

IMBALANCE IS THE PROBLEM

The foregoing in no way is meant to minimize the problem of racial imbalance which faces the Rochester Public Schools. However, such information does show that the City School District has made a determined effort to improve the quality of education for children in schools which are racially imbalanced, and that pupils in these schools receive as much or more attention in terms of teachers, facilities, supplies, etc., as do other schools in the city at large.

MAJOR RESEARCH PROPOSAL DEVELOPED

Moreover, the study of ways to improve further the education of culturally disadvantaged children occupied a major proportion of the time of many members of the administrative and supervisory staff in 1962-63. The City School District has prepared a major research proposal which seeks to determine the most effective means of educating culturally disadvantaged children. The district has been unable to attract grant funds for the support of this proposal thus far. Efforts to secure support will be continued during the 1963-64 school year. Modifications in the research proposal will be made as necessary to take into account possible administrative changes and other factors in the schools directly referred to in this report on imbalance.

WIDESPREAD EXPERIMENTATION

Experimentation in the six schools which were the most imbalanced in 1962-63 was in greater evidence than in other schools in the city. The major spur for widespread experimentation in these schools is the need to develop new instructional solutions to provide adequately for the education of children from culturally different environments.

HIGHER HORIZONS APPROACH

At School No. 27, an approach has been used for the past several years which is similar to the Higher Horizons program developed in New York City. Pupils are taken on many field trips each year to concerts, museums, and

other community institutions. Some pupils took as many as twelve such trips during the 1962-63 school year. In addition, teachers have taken children as their guests to week-end concerts at the Eastman Theater of the University of Rochester. Extensive home visitation by teachers has been undertaken.

NEGRO HISTORY WEEK

At School No. 14, teachers spent many hours developing special materials and methods to weave Negro culture and history into the curriculum. These activities culminated in Negro History Week which received city-wide attention. The experiences of the teachers at School No. 14 and the materials produced will be of value to schools throughout the city.

MODIFIED FIRST GRADES

School No. 9 has been using a modified first grade plan in which some children unlikely to succeed in a regular first grade are given the first grade curriculum over a two year period. Designed for children who are not ready for first grade by the end of kindergarten, the curriculum is sequential over the two year span and removes much of the frustration which occurs for children when they fail first grade and must repeat much work which they already know. School No. 4 uses a similar plan to that being tried in School No. 9.

ATTENTION TO READING

School No. 3 has been experimenting with an intensified phonics reading program for the past three years. Under the leadership of the principal, teachers have cut first grade failure from 33 per cent to 12 per cent.

School No. 2 has also been experimenting with intensive phonics instruction and is utilizing the phono-visual method of teaching phonics. Phonics instruction begins in School No. 2 at the Kindergarten level. School No. 2 experimented with the use of volunteer lay assistants during the past year.

NEW READERS DEVELOPED IN ROCHESTER

On May 13, 1963, the City School District announced the publication of THE JOB AHEAD, the first texts and exercise books in the new Rochester Occupational Reading Series. Comprised of multi-leveled textbooks and exercise books, the series is designed for potential drop-outs, slow learners, and reluctant or retarded readers.

The Rochester Occupational Reading Series is a combined guidance-emphasis, reading-skill series which provides significant material on how to get a job, starting work, keeping a job, and the use of leisure time. There is a section on typical city department jobs with emphasis on community awareness.

The story situations are realistic; there are failures as well as successes; there are family problems as well as family joys; and there are the normal job difficulties and troubles as well as occupational satisfactions. The characters in the stories are like real-life people. Members of minority groups,

Negroes, Puerto Ricans, etc., are presented in the story line and the art work in uplifting, dignified situations rather than in traditional downtrodden roles. Nine local educators produced the new series.

CONTINUING EFFORT

In addition to the highlights presented in the preceding paragraphs, many other experimental efforts by dedicated teachers and principals in schools which are racially imbalanced could be cited. Of greater importance is the fact that none of these teachers or principals is satisfied with his efforts; all are continuing to push forward with new ventures each year.

PART TWO

BOARD OF EDUCATION POLICY ON RACIAL IMBALANCE

CITY SCHOOL DISTRICT
ROCHESTER, NEW YORK

POLICY ON RACIAL IMBALANCE IN THE PUBLIC SCHOOLS

The Board of Education of the City School District has been alert to the problem of racial imbalance in the public schools of Rochester for several years. Much of the Board's time and effort in 1962-63 was spent in studying this crucial problem. Following the Commissioner's directive that a report be sent to Albany by September 1, 1963, the Board of Education met in several informal work sessions to discuss the most effective means of achieving racial balance in the public schools in a way which would be consistent with the principles of sound education. At its meeting on August 27, 1963, the Board of Education unanimously adopted the following resolution on racial imbalance:

> WHEREAS, the Board of Education of the City School District, Rochester, New York, recognizes that one of the functions of the public schools is to prepare children for life in a democratic society, and
>
> WHEREAS, said Board of Education believes that the fulfillment of this function depends in part upon the degree to which children have opportunities during their public school careers to become acquainted with children from a variety of cultures, and
>
> WHEREAS, said Board of Education believes that improved racial balance in the schools would contribute to a more favorable climate for increasing pupil motivation and achievement, and
>
> WHEREAS, several schools of the City School District are presently racially imbalanced as defined by the Commissioner of Education; Therefore, Be It

RESOLVED, that the Superintendent of Schools shall develop plans during the 1963-64 school year for implementation no later than September, 1964, which will reduce significantly racial imbalance in schools in which such imbalance exists. Plans developed in 1963-64 should reduce imbalance for a long period of time. They should not provide only temporary solutions. In general, plans should preserve the advantages of the neighborhood school concept to the greatest possible extent, with enough flexibility to permit the Superintendent to develop and recommend unique experimental groupings. The Superintendent of Schools shall be free to recommend the utilization of any or all of the following techniques in achieving racial balance:

1. Redrawing of district boundary lines.

2. The Princeton Plan and any adaptations of this plan.

3. The implementation of the junior high school plan of organization.

4. Changing the feeder pattern of primary to secondary schools.

5. The use of various open enrollment plans.

6. The closing of a portion of a school building or a complete building.

7. Consideration of racial balance as a factor in the selection of new school sites and building additions.

8. Consideration of the creation, on an experimental basis, of a central school system complex of schools within the city.

PART THREE

PROGRESS MADE IN REDUCING RACIAL IMBALANCE

As a part of its study of racial imbalance in 1962-63, the Board of Education sought the aid and advice of the Monroe County Human Relations Commission. The recommendations of this Commission were received shortly after the special message from the Commissioner of Education was released.

Although both the Commissioner's message and the Human Relations Commission's recommendations were received at the end of the school year, the then Acting Superintendent of Schools felt that it was essential to secure staff reactions on these documents to aid him in the development of solutions to the problem of racial imbalance.

"CLIFFS TO CLIMB"

The first step was the writing and distribution of the document "Cliffs to Climb" which dealt broadly with the problem of racial imbalance. This document, which is attached as Appendix A, was written by several staff members within a week after the date the Commissioner's message was received. "Cliffs to Climb" was presented to the Board of Education for its study at its first regular meeting following the Commissioner's message.

STAFF REACTIONS

On June 25, 1963, the Acting Superintendent of Schools held a meeting with his administrative and supervisory staff to discuss both the document "Cliffs to Climb" and the recommendations of the Monroe County Human

Relations Commission. This session gave each member of the administrative and supervisory staff an opportunity to share his ideas with other staff members.

Following the meeting, each member of the administrative and supervisory staff studied both documents and sent his reactions to the Acting Superintendent of Schools. These reactions were analyzed and summarized for the information and study of the Board of Education, the Superintendent of Schools, and members of the administrative and supervisory staff. These summaries, which are attached as Appendix B, were distributed at a second administrative and supervisory staff meeting.

REDUCING IMBALANCE IN SCHOOL NO. 9

In addition to the measures described in Part I of this report, several other steps have been taken by the Board of Education and the administration to reduce or counteract the effects of racial imbalance and cultural deprivation. In 1962-63, School No. 9 had an enrollment of non-white pupils of 90.1 per cent. With the opening of new School No. 6 in September, 1963, racial imbalance in School No. 9 is expected to be reduced through the use of the Princeton Plan and boundary revisions. School No. 6 will house children in grades K - 2, and School No. 9 will serve children in grades 3 - 6. However, the reduction in racial imbalance is not expected to be large and may be only temporary due to population movements. Therefore, a more permanent solution will be sought

for this area during the 1963-64 school year.

REDUCING IMBALANCE IN SCHOOL NO. 27

School No. 27 had a non-white enrollment of 69.6 per cent in 1962-63. Boundary changes in this district have been made for the 1963-64 school year which are expected to reduce racial imbalance. As in the case of the School No. 9 plan, the reduction in imbalance is expected to be slight, and further plans will be developed in 1963-64 to achieve a more permanent solution.

INSTRUCTIONAL MATERIALS

On March 7, 1963, the Board of Education adopted a formal policy to guide the future purchase of instructional materials. In this policy the Board:

> RESOLVED, that the Superintendent of Schools direct any and all instructional materials appraisal committees to consider in their deliberations the degree to which the contributions and life of minority groups are represented in instructional materials in the fields of reading, social studies, and other appropriate fields, and further that the Superintendent of Schools shall notify textbook publishers of this policy and advise said publishers that revisions of present materials and new materials must meet the intent of this policy if said materials are to be adopted by the City School District.

JUNIOR HIGH SCHOOL POLICY

On March 21, 1963, the Board of Education directed the Superintendent of Schools to develop a plan to implement a junior high school type of

organization. At present nearly all seventh grades in the City School District are housed in elementary school buildings. The use of a junior high school plan of organization will reduce racial imbalance at the seventh grade level by increasing the size of attendance areas for that grade level. In addition such a plan will create some vacant rooms in elementary school buildings which may be used to aid in the solution of racial imbalance in grades K - 6.

READ-AWAY VACATION CLUB

School No. 27 was granted funds by the Board of Education to conduct a Read-Away Vacation Club at the school for the summer of 1963. The program adds continuity to the child's life in school and expands his cultural horizons. This type of utilization of the schools in the summer may help to overcome cultural deprivation for students so affected. Such programs are expensive and could be greatly expanded if state aid were available for such efforts.

SUMMER HIGH SCHOOL PROGRAM ON OPEN ENROLLMENT PLAN

Summer schools for high school students were operated in 1963 at four of the nine high schools in the city: John Marshall, Madison, Benjamin Franklin, and East High Schools. Students attending summer school could select any one of the four centers. There were no boundary lines, and admission to all centers was on the basis of open enrollment. For instance, a student from the Madison High School

district, a heavily non-white district, was free to attend summer school at John Marshall High School, a district with a low percentage of non-whites. An open enrollment plan summer school similar to the above has been in practice for a number of years.

PART FOUR

ADMINISTRATIVE PROPOSALS UNDER STUDY

In its resolution on racial imbalance, the Board of Education directed the Superintendent of Schools to reduce substantially racial imbalance in the City School District by September, 1964. The administration will use the 1963-64 school year to develop detailed plans to provide a long-term solution to this problem.

The Board of Education and the administration wish to affirm their long-held belief in the role of the public schools in increasing acceptance of and appreciation for minority groups. Through pupil groupings and a variety of school activities, wholesome inter-racial experiences will be increasingly provided. GREATER SCHOOL ACCEPTANCE STIMULATES WIDER COMMUNITY ACCEPTANCE. While the Board and the staff have been working at this matter for a considerable period of time, the Commissioner's communication has quickened their pace.

The proposed possible solutions will be both administrative and interpretive in nature. It is important to note that no final decisions have been made on any of the administrative proposals at the present time; they are all under study. The proposals that follow do indicate, however, the present thinking of the Board of Education and the administration and the direction in which this planning is moving.

The Board of Education and the administration recognize that the administrative proposals contained in this portion of the report will involve major expenditures for such items

as transportation, the provision of lunchroom facilities and supervision, additional school crossing guards, and additional staff. Without detailed planning on specific proposals, it is impossible to do more than guess at the extent of these costs. Therefore, only the proposals have been listed with costs to be filled in later as detailed planning progresses.

ADMINISTRATIVE PROPOSALS UNDER STUDY

(1) THE PRINCETON PLAN

Utilizing the Princeton Plan in a number of areas in the City School District presents one of the most promising methods of reducing racial imbalance while preserving the concept of the neighborhood school. Basically, the Princeton Plan, developed in Princeton, New Jersey, in 1948, involves the combining of two adjacent school districts, one predominantly white and the other non-white, into a single geographic neighborhood. One of the schools in the combined district is designated for lower elementary grades, the other for upper elementary grades. This results in two schools with better racial balance than either of the former districts had. Areas in which the use of the Princeton Plan appears to be feasible include the following:

A. SCHOOL NO. 27 AND NO. 25 - School No. 27 (69.6% non-white) is adjacent to school district No. 25 (1.9% non-white).

B. SCHOOL NO. 14 AND SCHOOL NO. 31 - School No. 14 (82.1% non-white) is adjacent to school district No. 31 (30.6% non-white).

C. SCHOOL NO. 20 AND NO. 8 - School No. 20 (47.0% non-white) is adjacent to School No. 8 (.7% non-white).

D. SCHOOLS NO. 6, NO. 9, NO. 22, AND NO. 26 - School No. 9 had a non-white enrollment of 90.1% in 1962-63. It has previously been pointed out that the opening of School No. 6 is expected to reduce imbalance in School No. 9 slightly. However, this solution will be temporary. A possible long-range plan to be studied is to combine school district No. 22 (3.9% non-white) with school district No. 9. Schools No. 6, No. 9, No. 22, and No. 26 would be used to serve students in this combined area. Boundary revisions and the formation of two new districts, each operating on the Princeton Plan and each using two of the aforementioned schools, may offer a feasible solution.

E. SCHOOL NO. 19 AND SCHOOL NO. 16 - School No. 19 (48.6% non-white) is adjacent to school district No. 16 (1.0% non-white).

F. SCHOOLS NO. 2, NO. 4, NO. 17, AND NO. 29 - This plan would involve combining school districts No. 2 (89.8% non-white), No. 4 (92.0% non-white), No. 17 (7.3% non-white), and No. 29 (23.3% non-white) into a single area for study. By dividing this area into two new school districts, each operating on the Princeton Plan, racial imbalance could be significantly

reduced in Schools No. 2 and No. 4.

Predicted Costs to Implement the Princeton Plan

1. Transportation _____
2. Lunchroom Facilities _____
3. Lunchroom Supervision _____
4. Additional Staff _____
5. Additional Traffic Crossing Guards _____

(2) THE JUNIOR HIGH SCHOOL PLAN

Implementation of a junior high school type of organization can effect significant reductions in racial imbalance. At the present time, most seventh graders are housed in elementary schools. Placing these students in junior high school centers will reduce imbalance since students will come from broader attendance areas than they do at present. Moreover, removing seventh graders from the elementary schools may create additional vacant rooms in these buildings which can be used in connection with plans to reduce imbalance in the elementary grades. Plans under study to reduce imbalance through the use of a junior high school type of organization include the following:

PLAN A - COMBINE WEST AND MADISON HIGH SCHOOLS - This plan involves combining the West High School district (12.5% non-white) with the Madison High School district (44.4% non-white). Population projections prepared by the Department of Planning and Research show that there will be approximately 1,428 students

in grades 7 and 8, 2,368 students in grades 9 - 12, and 209 special education students in the West-Madison area in 1967. West High School, which has a capacity of approximately 1600, could conceivably house the seventh and eighth graders and the special education students from this area. Madison High School, which has a capacity of approximately 2100, could not house the students in grades 9 - 12 without an addition. With an addition Madison High School could serve as the senior high school for the area and West High School as the junior high school.

Predicted Cost for Plan A - $_____ for an addition at Madison High School and $_____ for remodeling.

PLAN B - COMBINE MADISON, WEST, AND JEFFERSON HIGH SCHOOLS

A more economical solution than the foregoing and one which would improve racial balance in three schools rather than two would be the combining of the Madison, Jefferson, and West High School districts into a single geographic area. Population projections prepared by the Department of Planning and Research show that there will be approximately 1,867 students in grades 7 and 8, 3,248 students in grades 9 - 12, and 334 special education students in the Madison-Jefferson-West area in 1967. Madison High School, which has a

capacity of approximately 2,100, would serve as the junior high school for the area. Madison would also have room to serve approximately 200 of the special education students. Boundary lines for the senior high schools, West and Jefferson High Schools, would be drawn to enhance racial balance at both schools in grades 9 - 12. West High School would house approximately 1,600 of the students in grades 9 - 12 with Jefferson housing the remaining 1,648 senior high school students. Jefferson would have room for the remaining 134 special education students, not housed at Madison, if some remodeling was done.

Predicted Cost for Plan B - $_____ for remodeling.

PLAN C - SCHOOL NO. 26 (58.9% non-white) is unique in that its regular school population consists only of seventh graders. A possible solution to imbalance under study is to send the seventh graders to Benjamin Franklin High School (11.7% non-white). Another solution under study is to make School No. 26 a junior high school center serving seventh and eighth graders with students being assigned to achieve racial balance.

Predicted Cost for Plan C - $_____ for remodeling if seventh graders are sent to Franklin; $_____ for remodeling if School No. 26 becomes a junior high school center.

(3) **CHANGING FEEDER PATTERNS** Students are presently assigned to high schools in line with an extension of the neighborhood elementary school concept. Under this concept, for example, students from Schools No. 2 (89.8% non-white), No. 3 (95.3% non-white), and No. 4 (92.0% non-white) are all assigned to Madison High School (44.4% non-white). By changing the feeder pattern from elementary to secondary schools, some of these students could be assigned to other high schools such as West, Jefferson, and John Marshall.

Predicted Cost for Changing Feeder Patterns $_____
for transportation.

(4) **SITE SELECTION AND ADDITIONS** The selection of new school sites and the planning of additions to present facilities will be done in a way to reduce racial imbalance.

(5) **CLOSING NO. 3 SCHOOL** The Board of Education and the administration are studying the possibility of closing School No. 3 (95.3% non-white) which is over fifty years old. This closing might be done entirely in one year or over a five-year period. Students from School No. 3 would be assigned and transported to schools where vacant rooms exist and where the percentages of non-whites in attendance are low. The new transportation contract with the Rochester Transit Company

provides for free transportation for students living over a mile and one-half from school.

Implementing this plan over a five-year period (February 1964-January 1969) would involve the following steps:

(A) At the beginning of the new transportation contract with the Rochester Transit Company (December, 1963 or earlier), transfer first graders from No. 3 to other schools with vacant rooms and low percentages of non-white students.

(B) Each succeeding September, incoming first graders will follow the 1963-64 pioneer group to other schools.

(C) When the last class of remaining students have completed the 6th grade (JHS plan should by that date accommodate 7th graders), close No. 3 School.

(D) During the interim transfer period, building maintenance at No. 3 is to be kept up to standard, but large sums of money for refurbishing the building will not be approved.

(E) For possible transfer of students beyond first grade from No. 3, see master plan on open enrollment, page 29.

Predicted additional cost

1. Transportation _____
2. Lunch Facilities _____
3. Lunch Supervision _____
4. Additional Teachers _____
5. Additional Pupil Personnel Staff _____

(6) OPEN ENROLLMENT The Board of Education and the administration have under study three possible plans for open enrollment, as follows:

Plan A - Any student may transfer to designated schools until these receiving schools reach their capacity. Families who wish to apply for open enrollment (Plan A) must notify _____ by _____. Transportation beyond one and one-half miles will be provided by the City School District; lunch facilities and supervision will be provided by the City School District; lunch for students to be provided by students' families. (The standard Department of Welfare procedures for providing free lunches will operate in open enrollment plans.)

N.B. Since Plan A has had only limited success in other cities, the Board is also considering Plans B and C.

Plan B - A number of selected students will be recommended for transfer to designated schools.
These will be students for whom a better than average

degree of scholastic success and adjustment can be predicted. A committee consisting of the Administrative Director of Elementary Schools, the Director of Mental Health Clinical Services, the Administrative Director of Planning and Research, and other staff to be designated will screen candidates submitted by school principals by _____ (DATE).

Following nomination for transfer under the open enrollment plan (B), parental approval is to be secured by the principal.

N.B. In Plan B, the school encourages open enrollment where there might be a delay due to parent indifference.

Plan C - A number of selected students will be recommended for transfer to designated schools.

These will be selected from among the group identified from school records as recent transfers from areas where full educational opportunity was not available or was not utilized. Plans must be made to meet the special needs of these children in their new schools. The same committee listed under Plan B will screen candidates for Plan C. Parental approval, as in Plan B, to be obtained. Transportation and lunch arrangements will be the same for open enrollment in Plans A, B, C.

Predicted additional cost

1. Transportation _____
2. Lunch Facilities _____
3. Lunch Supervision _____
4. Additional Teachers _____
5. Additional Pupil Personnel Staff _____

(7) CENTRAL SCHOOL SYSTEM CONCEPT

No matter how much effort and foresight is used in planning new district boundaries; no matter what success can be predicted for using the Princeton Plan or Open Enrollment, a study of population shifts brings us to the realization that whatever success we may have with the variety of plans proposed may be tempered by changes in population patterns. Therefore, the Board and the administration will study the feasibility of developing a proposal for creating, experimentally, a cluster of schools on the central school system concept in one section of the city or even in a specific "educational park" or campus setting. Students could be transported to this central campus setting from many parts of the city. The City School District would be unable to support such a plan without extensive state aid. Major costs for transportation and additional plant facilities are inherent in the central school system concept.

Predicted Costs

1. Transportation _____
2. Additional Plant _____

PART FIVE

INTERPRETIVE PROPOSALS

INTERPRETIVE PROPOSALS

(1) EXCHANGE VISITS — Simply mixing children from different racial backgrounds will not in itself improve intercultural relationships. Children from different backgrounds must have opportunities to work together on joint projects which will increase their readiness to accept each other. A technique to be used in 1963-64 will be the exchange of students among schools in the city for musical performances, art projects, social events, luncheons, sports days, dramatics, and a host of other activities.
PREDICTED COSTS OF EXCHANGE VISITS _____ per trip for transportation.

(2) INCREASING KNOWLEDGE — The types of knowledge which will promote intercultural understanding have been described in "Cliffs to Climb" which is attached in Appendix A. During the 1963-64 school year, the instructional staff will examine the curriculum in detail to determine how best to include more information on the contributions of Negroes and other minority groups and on the anthropological background and historical progress of the Negro race. Projects which involve the preparation of curriculum materials and bulletins will be completed through the employment of teachers to prepare such materials and bulletins during the summer of 1964.
PREDICTED COSTS OF INCREASING KNOWLEDGE - $6000 for summer workshops and $20,000 for the printing and purchase of materials

(3) INCREASING MOTIVATION FOR CAREERS AS OFFICE WORKERS

A plan to increase the motivation of some Negro children has been proposed to the Board of Education. To be further developed in cooperation with local leaders of industry, the proposal provides for the loan of typewriters on a basis similar to that used in the City School District for musical instrument loans. It is believed that the typewriter would be a symbol of success to the pupil from a low socio-economic level and that the availability of typewriters on loan to elementary school children may motivate them to have higher vocational aspirations as well as increase interest in language arts. The complete proposal has been included in this report as Appendix C.

PREDICTED COST _____

(4) IMPROVING (PARENT) UNDERSTANDING

An essential step in improving intercultural relationships is to develop the cooperative understanding of parents to accept each other. As outlined in "Cliffs to Climb," Appendix A, the Rochester Council of PTA has planned its entire theme on the topic SOCIAL CHANGES IN ROCHESTER - IMPLICATIONS FOR SCHOOLS.

In addition to the foregoing activities, the City School District will seek the aid of churches, community organizations, and community groups to aid in developing community understanding.

PREDICTED COST _____

(5) THE PRE-SCHOOL YEARS — Another avenue to increase parent understanding is the Guided Observation program, a program aimed at promoting better parent understanding of child development and preparing pre-school children and their parents for school. A recent study showed that Guided Observation centers are located in schools which are predominantly white. The Board of Education has directed the administration to find ways of locating more centers in areas with heavy concentrations of non-whites and to seek means of integrating the Guided Observation program.

PREDICTED COST _____

(6) ADEQUATE HOUSING FOR TEACHERS — As described in "Cliffs to Climb," Appendix A, the City School District has made a concerted effort for several years to find homes for Negro teachers by enlisting the aid of teachers' organizations, real estate agencies, and church groups. These efforts will be continued in 1963-64 with a major emphasis placed on involving community leaders and organizations in this project. Progress in this important area will have the following results:

A. The supply of well-trained and well-qualified teachers for Rochester schools will increase.

B. Our holding power for our present well-qualified and well-trained Negro teachers will increase.

C. The positive influences of Negro teachers on the lives of all children and adults in our community will increase.

D. The acceptance of Negro families in all sections of our community will increase rapidly by having Negro teachers in the vanguard with their undoubted capacity to influence our citizens in a positive manner.

PREDICTED COST _____

(7) EXPANSION OF INSERVICE EDUCATION

As outlined in "Cliffs to Climb," Appendix A, two city-wide inservice education courses aimed at increasing acceptance of integration were offered in 1962-63. These courses, Dynamics of Community Change and Dealing With the Culturally Different Child, will be repeated in 1963-64. The inclusion of the following courses in the city-wide program will also be considered:

A. The Use of Materials Available from the State Education Department, Other Official Agencies, and Voluntary Organizations and Groups in the Area of Human Relations.

B. Human Relations in the Classroom.

C. Teacher-Parent Relationships in Mixed Racial Communities.

D. Teaching Children From Different Cultural Backgrounds in the Same Classroom.

E. Administrative Problems Resulting From Community Change.

PREDICTED COST _____

(8) INVOLVEMENT OF TEACHER EDUCATION INSTITUTIONS

Although inservice education can be of help in improving the ability of teachers to deal with problems

resulting from community change, there is a strong need for cooperation with teacher education institutions if today's teachers are to be prepared to cope with the unique teaching challenges in city school systems. The City School District is taking the initiative in promoting such cooperation. During 1962-63, the Superintendent of Schools made available to all area teacher education institutions the services of members of the staff to speak to student or faculty groups upon request. In addition, the Superintendent invited professors to bring groups of students or faculty members to Rochester to observe any segment of the program of the City School District.

Efforts to involve colleges within about 100 miles of Rochester more closely with the work of the City School District will be expanded in 1963-64.

PREDICTED COST _____

(9) COMMISSIONING OF ORIGINAL PLAYS ON THE THEME OF THE NEGRO IN TODAY'S SOCIETY

It is proposed that the Rochester Board of Education and, perhaps, the Human Relations Commission co-sponsor the commissioning of three dramatic productions in the following three classifications:

A. By or for elementary school pupils (15-20 min. dramatic production)

B. By or for secondary school pupils (30 min. dramatic production)

C. By or for the public at large (Full-scale adult play)

Rules and regulations for the competition would be developed by a committee consisting of a member of the

Rochester Board of Education, a member of the Human Relations Commission, and other designated persons. Members of this committee might also be invited to serve as judges.

Corporate gifts or philanthropic funds would be solicited for the commissioning of such plays.

It would be hoped that the elementary and secondary dramatic productions would be produced in each school during the late spring of 1964 or fall of 1964. The adult play might be considered as a production for the Community Players.

It might be possible to schedule a gala reception or ball in Midtown Plaza for the night of the awards. This affair, too, could be co-sponsored by the Rochester Board of Education and the Human Relations Commission.

The rationale behind this suggestion stems from our desire to have many people try to obtain more facts about imbalance, racial patterns, the plights of the Negro, integration, etc., etc. Translating these insights into a form easily understood by people of various age groups would be an important addition in our armada of interpretive techniques we hope to present to the public in the months ahead.

PREDICTED COST - Up to $1000 for each category of dramatic production.

(10) CLOSED CIRCUIT TELEVISION

In 1962-63, the City School District received approval of a five-year plan to develop a closed circuit television system serving the forty-three public elementary and nine high schools of the city. The potential of closed circuit television shall continue to be explored as a manner of linking together the schools of the city so that all children may profit from those educational experiences best presented from a central broadcast point.

(11) MONROE COUNTY AREA VOCATIONAL EDUCATION SURVEY

On April 1, 1963, the presidents of the boards of education of school districts in Monroe County authorized a vocational education study to determine vocational and technical needs in Monroe County and the type of vocational education for boys and girls and facilities to be provided to meet the needs. This study was approved by the New York State Education Department and is under way. The results of this study will be available by the Spring of 1964 and will be most useful to the Board of Education and the administration of the City School District in determining the types and extent of additional vocational-technical education required to provide greater opportunities for our children.

PREDICTED COSTS

COST OF STUDY (Rochester's share)	$ 9,494
COST OF ADDITIONAL VOCATIONAL-TECHNICAL FACILITIES	

CONCLUDING COMMENT

"OUR BASIC EMPHASIS HAS BEEN . . ."

This report has placed great emphasis on an analysis of a variety of administrative procedures that could be utilized for the reduction of imbalance along with a listing of many suggestions for increasing the acceptance of Negro students by the entire community. Past efforts, present programs and proposals for the future have been delineated.

"BUT THERE ARE THOSE WHO . . ."

It is important to remember that there will be some pupils who will not be ready to participate fully in some of the new school experiences or in the new school which they may attend. It has been observed that some pupils have not taken advantage of educational opportunities presently available. It may well have been that life's whole foundation for these pupils has been built on quicksand. Children without security, without a back-log of self-esteem, without the feeling of being wanted, without trust for adults including their parents and teachers, could, conceivably be set farther behind in their school and life experiences by pressures of being integration pioneers.

"THEREFORE WE MUST REMEMBER . . ."

Teachers in the receiving schools must provide appropriate receptions for all pupils and give each child a fair opportunity. Teachers, supervisors and administrators must

be alert to problems of instruction as well as problems of adjustment. Assistance from appropriate staff is available and should be utilized.

"THERE MUST BE SOME RULES AND REGULATIONS . . ."

"Rules and regulations" always seem to be a necessary accompaniment to taking responsibility. Need for flexibility in particular phases of the broad program is recognized. But when definite agreement is reached on instituting certain proposals, the rules and regulations must be adhered to if the proposals are to have a chance to succeed.

"BUT MOST IMPORTANT OF ALL . . ."

As we move into a program of reducing imbalance in our schools, we must face the fact that everything will not run smoothly; that we may move three steps forward but find ourselves two and a half steps back; that every move we make will not benefit every pupil involved. The top administrator in each school and the entire administrative and supervisory corps must exercise leadership in interpreting these proposals to staff and community.

However clearly respective functions of the central office and the individual school for carrying out these proposals may be defined on paper and areas of primary responsibility and cooperation set forth, no program of this scope or importance can be operated at maximum effectiveness without complete understanding, acceptance and a real desire to make it work. Let us dedicate ourselves to serving the educational needs of our children. WE NEED YOU WITH US EVERY STEP OF THE WAY!

APPENDIX A

"CLIFFS TO CLIMB"

APPENDIX B

SUMMARIES OF STAFF REACTIONS TO "CLIFFS TO CLIMB" AND THE RECOMMENDATIONS OF THE MONROE COUNTY HUMAN RELATIONS COMMISSION

APPENDIX C

"A SUGGESTED PROGRAM FOR INCREASING THE SUPPLY OF OFFICE WORKERS"